

July-'46

INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 EAST 60TH STREET - CHICAGO 37, ILLINOIS

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MUNICIPAL EMPLOYEE ORGANIZATIONS

What are the chief types of employee organization, and to what extent are city employees organized? What are some of the factors to be considered in determining municipal policy?

The question of employee organization is one of the major personnel problems of the reconversion period. During the past year or two some public employees attempts have been made to transplant from private industry to the public service certain employer-employee arrangements which are neither necessary nor desirable in the municipal service. The officials of several cities have recently requested information on several aspects of the employee organization problem and this report is a composite of the information supplied by MIS.

Types of Organization. There are three basic types of city employee organizations:

1. Craft unions in an occupation or industry, such as for plumbers, electricians, etc., which include employees in both public and private fields. Since membership in such unions usually is comprised largely of non-public employees, and since membership is not open to all city employees they are not considered further in this report.
2. Unions confined to a particular service such as for policemen, firemen, and teachers. (Police unions were covered in MIS report No. 13. The international union for firemen is discussed in a supplement to this report.)
3. General unions of all governmental employees: there are two basic types--those affiliated with national labor organizations and those which are purely local and not so affiliated. The national or international federations are The American Federation of State, County, and Municipal Employees (AFL); the United Public Workers of America (CIO); and the International Association of Fire Fighters (AFL). In addition, there are statewide organizations in at least two states (New York and New Jersey) with which local governmental employee groups in those states may affiliate.

The nonaffiliated groups vary considerably in purpose and organization. Both affiliated and nonaffiliated general governmental organizations generally are open to all city employees, they usually renounce the use of the strike weapon, and they show considerable interest in problems of personnel management. Articles outlining the purpose and method of operation of the three national groups, as prepared by their executive heads, are presented in a supplement to this report, together with an article about nonaffiliated groups.

Extent of Employee Organization. On January 1, 1946, the AFSCME reported the existence of locals of municipal employees in 238 cities of over 10,000 population as compared with 186 cities on January 1, 1943; the United Public Workers of America (formerly State, County, and Municipal Workers of America) had locals in 88 cities as compared with 56 cities in 1943; and the IAFF had locals in 496 cities as compared with 414 cities three years ago. During 1945 the employees of 28 cities over 10,000 organized chapters of the AFSCME, and organizations in

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11 cities were discontinued. The UPWA established new locals in six cities in 1945, and the local in one city became inactive. The IAFF organized locals in 21 cities over 10,000 during 1945, while chapters in two cities were disbanded.

Slightly more than one-half of the cities over 25,000 have local chapters of two or more national organizations, and in several of the larger cities there are many local chapters of the same national organization. This explains why the AFSCME and the UPWA have more locals than is indicated by the number of cities in which locals are reported. A total of 143 cities over 10,000 population early in 1946 reported municipal employee organizations which are not affiliated with national labor groups. This compares with 124 cities having such groups on January 1, 1945. Information on types of employee organizations in each of the 1,072 cities over 10,000 population is contained in the 1946 Municipal Year Book which was published in June, 1946.

Written Agreements. A questionnaire sent to all cities over 10,000 by the Municipal Year Book early in 1946 contained the following question: Does your city or any of its departments have a written policy covering management-employee relations established through negotiations between employee representatives and management? Of the 952 cities reporting, 800 replied "no," 82 failed to answer the question, and 70 answered "yes." In addition to the 70 cities reporting written agreements, 27 other cities were reported by the AFSCME and UPWA to have such agreements, making a total of 97 cities which are known to have written policies covering management-employee relations. Of these 97 cities, 47 are known to have union contracts or agreements, and 50 have agreements with non-union groups. An example of this latter type is found in Wichita, Kansas, where a comprehensive personnel manual covering management-employee relations was adopted after joint discussion between representatives of employees and the administrative officials. (A complete list of the 97 cities with written agreements appears in the 1946 Municipal Year Book, page 134). The lack of a written personnel policy in some cities probably has resulted in requests by employee unions for written contracts.

Municipal Policy. Increased activity in recent years by local employee organizations and by national labor groups has led the officials of many cities to raise questions as to what municipal policy should be with regard to such organizations.¹ The purpose of this brief statement is to emphasize the importance of adopting a municipal policy before rather than after a crisis and to set forth some ideas which municipal officials may want to consider in adopting such a statement.

The experience of many cities shows that under the best relationship employee organizations can undertake constructive activities, such as sponsoring employee welfare and recreational programs, retirement plans, credit unions, consumer cooperatives, etc. They also can serve as contact mediums with management (city council and chief administrator) in forming policy on matters of joint interest, such as the development of personnel regulations governing sick leave, hours of work, safety, and advise on training needs, morale conditions, and so on.

¹Subscribers to MIS may secure on request a copy of a pamphlet recently published by the National Civil Service League entitled Employee Organizations in the Public Service. See also Charles S. Rhyne, Labor Unions and Municipal Employee Law. National Institute of Municipal Law Officers, 730 Jackson Place, N.W. Washington 6, D. C. 1946 583pp.

In some cities, however, there is continuous conflict between employee groups and superiors. In some instances, employees may find an outlet by going over the heads of administrators to the community at large, to the state legislature, or to the courts, often resulting in the fixing of salaries by vote of the people or by legislative act, adoption of actuarially unsound retirement plans, settling personnel matters in the courts, etc. Employees in such cities also may threaten to strike or actually go on strike - often indicating thwarted attempts by employees to negotiate with their superiors. Thus a negative employee relations policy or the lack of any policy seriously affects the efficiency of the public service because of the stagnation of employee interest and enthusiasm for doing a good job.

Cities should establish sound employer-employee relations.¹ Loyalty to his employer, the city government, means something to an employee and he will hesitate to mar it by introducing outside loyalties if the employer recognizes the responsibility of the city to give him adequate pay, good working conditions, and an opportunity to do a good job without political interference. Both the employee, or the employee organization, and management have a responsibility in establishing a good working relationship. Some of the elements of municipal policy on relationships with employee organizations are suggested here:

1. Management (city council and chief administrator) will want to take positive action and provide a channel of access or means of negotiation with employee organizations with a view to providing administrative remedies rather than to shut the door on employee groups. Where employee groups have been organized they should be received as normal participants in administration. This is generally all that is involved in "recognition." Some officials erroneously believe that "recognition" of an employee organization implies a written agreement or contract, and others believe, also erroneously, that merely allowing employees to organize constitutes recognition.

2. Comparatively few municipal employee organizations have written agreements with the city government. Such agreements where they exist cannot conflict with city charter or ordinances, and may not give preferential treatment to members of an employee organization as against unattached employees, and therefore usually are not in the nature of an exclusive agreement. Moreover, such agreements are not considered in the nature of a contract binding on the city except in so far as the conditions in the agreement are applicable to all employees and are incorporated in the personnel rules. Most employee groups do not ask for a written agreement, and many of those in effect cover personnel rules which apply to all employees and do not give any special privileges to the organized group.

3. Management cannot permit pressure to be put on an employee to join a particular organization in order to get or to retain his job. In most places there are legal prohibitions in the form of laws and ordinances or court decisions which bar the closed shop and the union shop. Where there are no such legal prohibitions, then it is a matter of public policy as to whether the government will give exclusive recognition to one employee group as against another.

4. The employee organization adopting a charter or constitution should renounce the use of the strike weapon. The national organizations (AFSCME, UPWA, and IAFF)

¹Employee Relations in the Public Service. Civil Service Assembly, 1313 East 60 Street, Chicago 37. 1942. 246pp.

are federations and do not exercise complete control over their locals. Employee locals have considerable autonomy and a ruling by the national federation that locals may not strike does not bind them, although charters may be revoked. Therefore the constitution or charter of a local should contain a "no-strike" clause. Management should indicate that any employees who go out on strike will be considered absent without leave and that penalties for such absence as provided for in the personnel rules will be applied. A clear-cut statement to this effect should be made before a strike threat arises so that the public and the employees will know what municipal policy is in advance.

5. Where employees desire to organize within the framework of municipal policy it is desirable from the point of view of the employees, as well as from the point of view of the public and management, that such action should be taken openly, that secret meetings be avoided, and that employees do not take an oath of allegiance which places their obligations to an organization above or in conflict with their obligations to the public.

Conclusion. Municipal policy on employee organization varies from city to city and from region to region, depending largely on the public attitude toward unionism. In an industrial community where workers are organized the local officials will probably find general public approval for employee organizations in the city hall. The public attitude in many southern cities, however, is not favorable to the idea of unions in either government or industry, even though employees may have good reasons for organization. In a number of cities where officials have no objection to employee unions there is a general belief, based on experience, that police unions affiliated with the labor movement impair the efficiency of the police service and for this reason have prohibited such unions.

Some officials do not believe it advisable to adopt a policy on employee organizations because such action might be interpreted by labor leaders as an invitation to employees to join labor organizations, and it might be construed by others as discouraging employee organization. In many cities, however, it would seem desirable to adopt a statement of policy on employee organizations so that employees will know the position of management and in order that the city may avoid being placed on the defensive.

Apparently public employees are slowly moving toward unionism, as public acceptance of unionism and collective bargaining becomes generally accepted in industry. Where employees cannot get some form of representation within the municipal government they will in some cases be compelled to increase their political activities in order to reach a solution to working conditions and other personnel matters which to them seem unfair. In the future there will be more employee participation in the determination of personnel policies and broad conditions of employment. The result should be greater employee understanding and support of policies arrived at through negotiation.

MIS does not necessarily agree with the statements made by the authors of the articles in the supplement to this report.

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NATIONAL FEDERATIONS OF EMPLOYEE ORGANIZATIONS AND NONAFFILIATED ORGANIZATIONS

There are two more or less competing national federations of local employee organizations for general municipal employees: The American Federation of State, County and Municipal Employees (AFL), and the United Public Workers of America (CIO). A third organization is the International Association of Fire-fighters (AFL). In three separate articles below the national heads of these groups discuss the structure, objectives, and advantages of membership in their groups. The fourth and last article deals briefly with nonaffiliated employee groups.

THE AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES (AFL)

By Arnold S. Zander, International President, and
A. E. Garey, Civil Service Counsel

The organization of the American Federation of State, County and Municipal Employees developed from the thoughts and the actions of many individuals and from various types of separately functioning bodies. It was not created to serve only a present need or because of some present special interest. The organization represents a development which has come naturally from an expanding American public service. It is a manifestation of the need for a national and international agency through which public employees, particularly in the state and lower levels of government, may find expression.

Some of the early constituent locals of the American Federation of State, County and Municipal Employees had been chartered for many years directly by the American Federation of Labor. Most of these early locals were in the municipal and special districts fields. The original members of these early locals saw in public employment an opportunity for constructive service and they saw the need of an organization through which their ideals might be expressed. They recognized and those who follow them continue to recognize not only that public employment is a public trust but that through their own organization they could and do make constantly more worthy the trust. They as an organized group embrace the opportunity to make public service a contributor to better government.

The leaders in the movement believe implicitly that through public employee organization and through affiliation with the labor movement employees in government can accomplish objectives for economy, efficiency, better working conditions and make a reality of careers in government thereby to build stronger and better government. All through the years during which the early constituent locals were building their several memberships in different parts of the country there were organized many types of employee associations and clubs without affiliation with the labor movement. These organizations theretofore had come and gone and they continue to come, to be refashioned, remodeled and, frequently like those before them, to disband ultimately for the lack of long-range objectives and the lack of association and affiliation with their fellow workers all over the land. Many of them have had mushroom growth and abbreviated existence.

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The attention given by affiliated unions to economic problems has supplied them a continuity of purpose. The American Federation of State, County and Municipal Employees has a program for a betterment of the economic status of its members. It possesses stability and it is devoted to the development of good administration in state and local governments. Public employees share the common wish of Americans for the right of individual expression. They, like the public generally, have been awakened to the individual responsibility of every citizen for all citizens and through their organization they express the wish to benefit from shared responsibility to the extent of improving the government by which they are employed and their own economic position in the society of which they are a part. They are educated to believe to an extent greater than most unaffiliated individuals that their government is a shared thing and that their part in it makes them also partners in its benefits.

The American Federation of State, County and Municipal Employees has among its objectives the promotion of efficiency in the public service generally, the advancement of education, the promotion of an improved public attitude toward public administration, the advocacy of formalized civil service procedures in government from which the employees may expect competitive selection for positions, tenure, adequate compensation measured by the standards of equal pay for equal work, working conditions comparable with conditions in industry and adequate insurance and retirement systems.

The American Federation of State, County and Municipal Employees is practical in the methods it employs in its efforts to obtain these objectives for its membership. It recognizes that the use of a strike is inadvisable in the public service. It requires a no-strike pledge of its police locals. It encourages the locals to appreciate the possibilities of accomplishments through collective representation, "by petitioning, by creating and fostering sentiment favorable to proposed reform," (from International Federation constitution) and by promoting necessary new legislation or necessary changes in existing laws, ordinances and administrative rules and regulations.

The American Federation of State, County and Municipal Employees is an organization democratic in its administrative procedures. Its government is built upward from the separate constituent locals. From the top downward there is channelled the necessary organization procedures, information from extensive research, and advice and counsel in all problems of government in which the individuals of the locals are separately and collectively interested.

Locals are chartered, particularly in the larger governmental units, so far as is practicable, in accordance with the functional divisions of employee groups. Only in the smaller governmental units, generally in a subdivision of a relatively small administrative unit in which there are too few employees in a particular type of employment to enable the group to function properly as a local, are all of the employees made eligible for affiliation and admitted into one local. Sometimes it is advisable to allow membership in one local from more than one unit of government. The locals possess large degrees of autonomy. There is high opportunity for the exercise and the upbuilding of individualities. There is developed through participation in this type of association character and confidence in the individual and a firm foundation for democratic society. Each local shapes its policies in the full knowledge of the ideas of and developments in other affiliated locals, and with the leadership supplied from the international. Generally federation problems are local problems but through interchange of ideas flowing from one local to another and

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from the locals to an through councils of locals and to and from the international, policies are developed and plans are made for necessary changes in the interpretation, context and administration of local or state laws, rules and regulations.

Local unions are organized, generally, upon application of a group of individuals in a particular community. Such groups sometimes make contact with the local labor organizations, sometimes with the state federations of labor, sometimes with field representatives of other international unions, and sometimes with field representatives employed directly by the American Federation of Labor. All of these expressed wishes for organization and affiliation ultimately come to the attention of the international. Thereupon request is made of a local labor group or labor representatives geographically nearby to draw the employees together and obtain from them an application for affiliation. Sometimes a field representative of the American Federation of State, County and Municipal Employees is sent directly to the locality.

It is the policy of the American Federation of State, County and Municipal Employees, so far as possible, to follow the issuance of charters by a visit from a field representative who instructs the group in methods of carrying on the organization and talks to them about formulating their plans into a workable program. They are told of the services that are available to them from the international headquarters. Frequently there follow requests of the international to furnish advice and other assistance which are likely to involve personal visits of international field representatives or specialists from the headquarters staff.

Each of the several locals has its own officer personnel consisting always of a president and secretary-treasurer and generally also of an executive board. The international makes recommendations but, although it must approve local constitutions, it does not demand that organizations follow in detail its suggestions. Monthly dues are from \$1.00 to \$1.50 depending upon the action of the local; there is a considerable demand to establish the dues uniformly at \$1.50. From the monthly dues, 30 cents is forwarded to the international office and is designated per capita tax. The balance of the dues remains in the treasury of the local for general local union administration.

The locals may or may not employ a local representative, a person who in the industrial field generally is called a business agent. Whenever a representative is not employed heavier responsibility falls upon the local officers and individual members for organizational efforts and for employee-employer contacts. A regularly employed representative has opportunity to meet constantly with employing officers, with civil service bodies, and to appear before city councils, county boards, the governing bodies of special districts and state legislatures to present the program of the local or locals which he represents and to adjust grievances of members. This type of collective representation has become tremendously effective. In the formalized civil service jurisdictions the representative seeks to obtain impartial administration, to present fairly the problems of the membership, and to see that the civil service laws, ordinances, rules and regulations are correctly interpreted and fearlessly administered.

Probably because of the inertia on the part of public officials in the enforcement and enactment of formalized civil service provisions, there has been

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pretty rapid development in recent years of the employer-employee agreement or contract in the public service field. Although the provisions of the National Labor Relations Act are not applicable to governmental services, there is growing demand of employees in such services that governments shall, and growing recognition by legal authorities of the right of governments to, enter into agreements or contracts with their employees. Courts, in cases where employees are performing a proprietary function, have been outspoken in sustaining the provisions of such agreements. These agreements or contracts seldom, and never in formalized civil service jurisdictions, include closed shop provisions. In some of the specialized fields they do include the so-called union shop provisions whereby employees are required to affiliate with the union within a reasonable time after employment. Many of the contracts contain preferential clauses whereby specific recognition is given to the union to enable its representative, its bargaining committee and other committees to meet with the employing officers to discuss and act upon programs and employee grievances. Even check-off privileges are sometimes found in these contracts. The locals of our international have in effect almost one hundred of these collective bargaining arrangements.

The jurisdictional limits of the American Federation of State, County and Municipal Employees within the American Federation of Labor are very high in the state services, but in the local government services, due to the heavy uses of skilled labor over which the American Federation of State, County and Municipal Employees has no jurisdiction, the limits are lower, probably from 50 to 60 per cent of the total employee personnel.

The general administration of the Federation is determined in broad terms by the international convention. The convention elects an executive board of eleven members and two full-time international officers, the international secretary-treasurer and the international president. The members of the executive board are full-time employees in the public service. The board meets at least twice a year, and otherwise upon call of the international president or of the board itself.

The American Federation of State, County and Municipal Employees was separately chartered as an international union in October 1936. Its total membership then was probably 10,000. Today it is the largest international union of public employees in America. The paid monthly membership for the month of March, 1946, was 78,164*; and there are approximately one thousand affiliated locals in the states, the territories, and the Dominion of Canada. The international federation affiliates all of the members of its locals with the American Federation of Labor and pays the per capita tax therefor. It urges all of its locals in turn to affiliate with their several state or territorial federations of labor and with their local labor organizations. It publishes a magazine, the Journal of State and Local Government Employees. It maintains a library and does extensive research; it renders competent service in the

* These figures do not include members who failed to pay dues in March but who are still in good standing because they did pay their dues to include either or both January or February. The figures are from the audited reports of the international secretary-treasurer. Any reputable person with a bona fide reason therefor will be permitted to examine the records from which they are taken.

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field of public administration; and it has developed a civil service division which supplies an advisory consulting service including the preparation of drafts of contracts, laws, ordinances, resolutions, and rules and regulations. Each of these several services is under the supervision of an expert in his or her field. As of March, 1946, there were in the service of the international on full-time employment bases forty-three persons and an additional number of part-time employees.

The finest attribute of this international union is that its members dedicate themselves individually and collectively to the task of making public administration more efficient and more wholesome. They and their organizations stand constantly on guard against any attempts to weaken or debauch government.

THE UNITED PUBLIC WORKERS OF AMERICA (CIO)

By Abram Flaxer, President

Late in April, 1946, two government workers unions affiliated to the CIO met in joint convention and merged into one union for all government and public employees on all levels of government. The new union, the United Public Workers of America, CIO, is made up of former members of the United Federal Workers of America, and the State, County and Municipal Workers of America. It is dedicated to the task of organizing a mass union of public employees in the interests of raising their wage levels, securing the benefits of labor and social security legislation for them, winning collective bargaining rights, and bringing them into full first-class citizenship.

Public workers recognize the need for a trade union organization which will articulately voice their opinions as to the economic and social policies of the governmental subdivisions of which they are a vital part and which, at the same time, will render effective service in protecting their status. Too frequently has the public servant joined some form of association or organization only to discover that the organization had neither the vision nor the equipment for adequately serving him. Far too often these organizations have been perverted by unscrupulous individuals to their own selfish ends. Time and again have numbers of these organizations become the appendages of corrupt political machines.

The public employee cannot be blamed for permitting himself to be so ill-used. Prior to the existence of the CIO, the labor movement was slow to concern itself with these workers, and when it finally took halting steps to organize them it did so on a basis which was not acceptable to the rank and file.

The average federal, state, county and municipal employee wants an organization that will embrace into one organization all of his colleagues in any particular division of the service of any locality; an industrial union which alone can effectively protect his interests and status, improve his wages, hours, and general conditions of employment. He wants an organization that will voice the total wishes of the government employees in the legislative and administrative chambers of his local, state, and federal government; an organization that will make it possible for him to participate in the social and economic life of his community. He wants an organization that will create a better public understanding of his problems; an organization that will gain for him the support of the public.

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The CIO early recognized the justice of these wants and prepared to meet them. When the CIO was formed and began its intensive organizing drive, a number of local unions of federal employees and of state, county and municipal employees immediately sought affiliation. As a result, early in 1937 two CIO unions were established for government employees, the UFWA and the SCMWA.

However, within the CIO, due to its industrial organizational structure, the contradiction of the existence of two unions in the government service became increasingly obvious, not only to the rank and file of the two unions, but within the CIO generally. It became clear that a logical organizational medium for all public employees was one union.

The basic problems confronting the federal employees, as well as the public employees in state and other local subdivisions of government have always been the same, and in their solution both organizations have constantly been confronted with the same obstacles.

It is a known fact that the wage structure of government employees has lagged far behind wages and salaries paid for similar work in private industry. Although both organizations individually have made great progress in bridging this gap, nevertheless, it was clear to all that a united fight on this issue could bring greater results. Intimately tied to this problem is the question of collective bargaining. The problem of civil service, the whole question of traditional attitudes and concepts in the field of government employment, the many complex questions that arise with respect to taxation, the role of the government official as an employer and employee--all of these questions have tended to confuse the issue of collective bargaining within the government service to the detriment of the public employees' interests.

The restrictions placed upon the government employee with respect to exercising his citizenship rights in connection with political activity is another one of those issues representing a basic common bond and community of interest between all government employees. Finally, the general exclusion of government employees from social and labor legislation, thus depriving them of the basic guarantees accorded to all other citizens of the United States, sets these workers apart as a group of second-class citizens and places before them the urgent task of solving their status on the economic, the political and social levels.

This is not to say that there are not fundamental differences in certain problems faced by federal, state, county, and city workers. While, in general, wage and other problems of federal workers are solved by Congress, state workers must deal with 48 different state legislatures which meet at varying intervals. City employees meet special and differing problems depending on whether or not their municipality is governed by a mayor or a manager, or whether budget hearings are conducted openly and regularly, or behind closed doors. In considering this merger, the differences were as apparent as the common problems and objectives. But it was obvious that the solution of the large, over-all problems common to all government workers would help resolve the different individual problems. Thus, when the President of the United States declares publicly that the efficiency of the federal service can and should be enhanced by regular collective bargaining machinery throughout the service, this cannot help but have its salutary effect on public workers at all levels of government.

The unification of both organizations also makes possible not only a considerable amount of administrative economies but a pooling of resources, both

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financial and physical, so as to give the government employees for the first time the assurances of a vigorous and comprehensive organizing drive for the purpose of establishing a mass union. This is not merely wishful thinking; it will be a realistic and practical result of the merger.

Perhaps the most vital concern of the public employee is the structural form of the organization which he joins. He knows that high sounding statements of aims, ideals, and principles can be subscribed to by all but can be only so much verbiage if the proper apparatus is lacking for effectuating these principles. Because there are more crafts and occupations within the government service than in private industry the industrial form of organization is vital to the public employee. It unites all employees, regardless of craft or occupation, into one organization which can render service to the one through the unified might of all.

All local unions of the UPWA are of course industrial in character, and remain industrial unions because our jurisdiction is clear cut and simply defined. The UPWA has jurisdiction over all federal, state, county, and municipal employees except elective officials and officers with the right to hire and discharge. Its jurisdiction extends further, to private hospitals and private schools, since public hospital employees and teachers are within its scope.

Applying the industrial union principle to the government apparatus, flexibility in chartering locals becomes necessary. Any seven persons within one jurisdiction may apply for and secure a local union charter. Except in cities that contain few such employees, locals are organized on the following basis: one local for all municipal workers, one for all county employees, one for all state employees, and one for all federal employees in any one municipality. In cases where the number of workers is large in any one city, locals are sometimes organized within a single federal, state, county or city department, bureau or agency. In cases where the number of workers is small in any one city, all employees, regardless of service, are organized into one local union, broken down into sections covering different types and functions. Thus the municipality is the locus of organization, a fact which enables all local union members to attend their union meetings and allows the fullest degree of rank and file expression. The trend nationally is towards amalgamation of local unions whenever possible, since it is large locals, able to hire business agents and live lives of their own, which can best democratically express and fulfill the wishes of the membership.

Each local union administers its own affairs. UPWA regional directors and field representatives distributed throughout the country assist the locals when necessary, but are chiefly responsible for new organization. Provision is made in the constitution for the setting up of voluntary districts, joint boards, or councils within state or municipal boundaries for the purpose of carrying on joint legislative and educational activity.

The membership dues are \$1.50 per month per member, half of which remains with the local and half of which reverts to the international headquarters to be used for new organizational purposes. In the case of the district set up, the locals contribute 15 cents and the International 5 cents to its support.

The aims and principles of the UPWA are summarized as follows in the constitution adopted at the April, 1946, convention:

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1. To unite all eligible workers for the purpose of making a more abundant life available to them by shortening their working hours, improving their wages and working conditions, and advancing their economic, political, social and cultural interests.
2. To join with the rest of organized labor in its efforts to achieve a better life for the working men and women.
3. To help make the public service a career service.

We expect to achieve our aims, as both unions did in the past, through the medium of legislation, education, and negotiations. The constitution states that it is not the policy of the union to engage in strikes to achieve its objectives. As public employees we recognize and accept our public responsibility. No local of the United Federal Workers of America operating in the federal service has ever engaged in a strike, and it is our intention that this record shall persist. Attention has been widely directed in the press to a further section of the constitution which outlines a procedure for taking a strike vote and receiving International union sanction for strike action. This provision of the constitution, far from giving carte blanche to strike action, is aimed solely at formalizing strike action to a degree where it cannot be taken without full consultation with the International officers.

As everyone knows there have in the past been strikes in state and local government service. Experience shows that these strikes were brought about by the attitude of a certain type of governmental administrator characterized by the National War Labor Board as the "take-it-or-like-or-quit" public employer. In many cases strikes among public employees have been deliberately provoked by employers for the purpose of whipping up public hostility to union organization among public employees and thus opening the way for restrictive legislation directed against their self-organization. The strike procedure outlined in the UPWA constitution is consequently directed primarily at safeguarding the interests of the local unions by restraining them from going out on strike under provocation by their employers until the International officers have fully explored all aspects of the situation and used the full resources of the International union to bring the real issues and real problems involved to the attention of the general public. These provisions merely reinforce the fact that we mean what we say when we state that it is not our policy to use the strike weapon to achieve our ends.

We are confident that we can use the regular means at our command with such success as to minimize the danger of strikes in the government service. One of the factors which will enhance this possibility is the growing acceptance by government officials of true collective bargaining in the government service. The Officers' Report to the last convention of the SCMWA, which wound up the affairs of that union and urged the merger with the Federal Workers, showed that 13 per cent of the total membership in state, county and municipal service is today working under the identical kind of employer-employee relationship as applies to workers in private industry. There exist today 32 bi-lateral signed collective bargaining agreements between public administrations and locals of our union. Another 30 per cent of the members work in units of government which have granted them, publicly, the right to organize and to bargain collectively. The Federal Workers, at the time of the joint convention, had signed a number of contracts covering teachers, cafeteria employees and other similar groups, and had a large proportion of its membership working under some form of regular, mutually understood collective bargaining relationship.

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The extension of collective bargaining in the public service has from the first been one of the major objectives both of the SCMMA and the UFWA. The progress made is reflected not only within agencies of government organized by our own union but nationally. According to the 1945 edition of the Municipal Year Book, 54 cities of over 10,000 population have contractual relationship with all or part of their employees. The gradual achievement of collective bargaining as a fact in more and more governmental jurisdictions has resulted in a corresponding change in the attitude of governmental employers towards treating their employees as first class citizens.

With the end of the war, however, and of the labor shortage, it is regrettable to find that many public employers are retreating from the temporary progressive stand they took in wartime, and are again seeking legal justification for refusing to deal with their workers. It is necessary only to recall the inaugural address of Governor Tuck of Virginia, in which he asked for legislation to prevent organization on the part of public workers, and the legislation passed in New Jersey at the last session memorializing government administrators that it was the wish of the legislature that they deal only with unaffiliated -- read "company" -- unions.

The public employees, whose efforts to organize into unions and to win their just demands as workers have been bitterly resisted in the past, will not permit the gains they have won during the war years to be taken away from them. The fight for true collective bargaining for government workers, the fight for the right to have their grievances heard and adjusted through impartial boards of arbitration and review, the fight to be included under the National Labor Relations Act and State labor relations acts will be continued by the United Public Workers of America in the interests of the more than six million workers who perform vital services on all levels of government in our country.

INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS

By George J. Richardson, Secretary-Treasurer

The International Association of Fire Fighters, an affiliate of the American Federation of Labor, was organized in 1918. The objects of the Association are: "To organize all fire fighters; to place its members on a higher plane of skill and efficiency; to encourage the formation of sick and death benefit funds in order that we may properly care for our sick and bury our dead; to encourage the establishment of schools of instruction for imparting knowledge of modern and improved methods of fire fighting and prevention and the cultivation of friendship and fellowship among its members." What we seek to accomplish, naturally, is to secure for our members the objectives set forth in our constitution.

We believe wholeheartedly in our aim to organize all the fire fighters in the country. Not only do we realize the value of organization, but we recognize also that rapid changes have taken place in the attitude of legislators and of the public in general, relative to the right of employees to organize. Legislation guaranteeing that right to employees has been passed by Congress and by many state legislatures.

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It has not been our policy to issue charters unless a majority of the members of a department signify their intention to join the organization. By following this policy it is not difficult to secure the balance of the members in the department as members of a local. Naturally, there is always some reason behind the desire of the members of a fire department to want to organize. It may be that they feel their salaries, working conditions, civil service laws or pension systems are not what they should be, and the efforts they have made to remedy the condition have not been successful. So they are looking for the support that an organization such as ours can give them. In recent years we have found that where working conditions are good, the members realize that in order to retain those conditions it is to their advantage to be members of an organization whose officers have had experience in dealing with problems relating to the fire service.

The membership of our Association has grown from 4,500 members in 50 cities to over 60,000 in nearly 700 cities. With the exception of a very few cities the membership of the fire department is practically 100 per cent in each local. Every member of a paid fire department, including all officers and chiefs, is eligible to membership in the Association. However, in a few cities the members have not accepted any officer above the rank of district or battalion chief.

The progress and development of the International Association of Fire Fighters can be attributed largely to the fact that the objectives of the Association tend to attract members of the fire service who are interested in improving the efficiency of the fire department in order that the best service possible can be rendered to the city's taxpayers. At the same time the organization has always been in a position to aid its members by presenting to the city officials and to the citizens any problems the fire fighters may have.

Generally speaking, the newspapers and the public in general have the impression that the war and war conditions have been responsible for the large increase in membership that has taken place in trade unions. Personally, I do not think this is the case, but if it is I am certain that it has had no bearing on the increase in the membership of our Association. Fire departments now are operating with approximately 15 per cent less personnel than in 1940.

We attribute our progress during the past twelve years to our policy of educating our own members in the functions and operations of our organization, and taking into our organization members who are willing to acquire such knowledge in order that they may be the better able to adjust any difficulties they may encounter in their own city.

During the past twelve years the membership of the fire departments in 438 cities have joined our Association, which is an average of 37 new cities a year. The greatest increase in any one year was in 1938 when 52 cities affiliated. This is mentioned merely to point out that neither the war nor the war conditions have aided appreciably in the steady progress of our Association. In the future it may be difficult for us to maintain our average in getting new cities to affiliate, as there are only a few cities left where the fire fighters are not members of our Association.

To us it seems that the logical thing for city officials to do is to make the fire fighters' working conditions and salaries such as to enable the fire fighters and their families to live in a manner which will reflect credit to the city. Low salaries and long hours make this difficult.

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We feel, of course, that it is desirable that civil service should prevail in all city departments. With civil service there is an incentive for every fireman to improve his knowledge of fire fighting which should result in promotions or a higher salary.

We have succeeded to a large degree in eliminating the old system of political appointees to fire departments by securing legislation in many states and cities which provides civil service examinations for entry into, and promotions in the fire departments.

Many persons are interested in the procedure we follow in organizing the fire fighters. Our representatives are instructed to see the chief of the fire department and ask him to arrange a meeting with the city manager, or mayor, so that our representative may have an opportunity to discuss with him the advantages of having the fire fighters of his city affiliated with our Association. Our representative informs the city manager, or the mayor as the case may be, on the following points:

1. That first of all the fire fighters, even though they belong to a labor organization, CAN NOT STRIKE. To be more specific, our International Constitution, and each local constitution has the following provision: Article II, section 2: "We shall not strike or take active part in any sympathetic strike, since the work of fire fighters is different from that performed by any other workers, as we are employed to perform the duties of protecting the lives and property of communities in case of fire or other serious hazards." The records of our Association prove the accuracy of this provision.

2. "That the organization shall be non-partisan and shall not be used for the dissemination of partisan principles, nor for the promotion of candidacy of any person seeking public office or preferment."

3. That many of the problems which affect the welfare of the members of the fire department shall be discussed and settled with the chief rather than having the member take up such problems with the city officials. Also, that in matters pertaining to the welfare of the fire department, the chief will have the support of the fire fighters and the labor movement of the city and the State.

4. That in presenting matters to the city officials the local, when organized, will expect the city officials to meet with its representatives so that the problems of the local may be adjusted in a straightforward manner; and when adjusted, that the city council or legislative authority shall enact such ordinances as are necessary to make them effective. Years of experience have proved to us that any city ordinance is just as effective as any agreement, and probably has a much more legal status.

5. That insofar as a closed shop and certain other labor practices that are necessary in some industrial plants are concerned, we are confident that we can maintain our members without any help on the part of the city in that direction.

6. That during recent years in some cities the officials have entered into written agreements with our local unions, to which we have no objection, as everyone knows there is a division of opinion among the legal profession as to

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the legality of such agreements. However, if both the city officials and our locals find such an arrangement is desirable for a better mutual understanding on both sides, certainly no harm can be done when such arrangement is made.

7. That our Association is an associate member of the National Fire Protection Association, a member of the National Fire Waste Council of the United States Chamber of Commerce, and that we cooperate with the National Board of Fire Underwriters and all other organizations interested in the fire service and fire prevention.

8. If this information is not sufficient to convince a city official that our organization is worth while and that the members of the fire department should affiliate, we are likely to believe that there must be some ulterior motive behind the objection. If we cannot get the approval of the city officials in this manner, we do not attempt to organize the fire fighters in that city unless the majority of the members of the fire department insist upon organizing.

There have been a number of cities in which the fire fighters have made direct application for affiliation with our Association. Naturally, in such cities we did not have an opportunity to discuss with the city officials beforehand, the relations we expected to have with them regarding the local in that city.

The only permanent paid officers of the International Association of Fire Fighters are the president and the secretary-treasurer. There are fourteen district vice presidents who are members of their respective fire departments. These vice presidents assist and advise the locals in their respective districts.

The International Association of Fire Fighters has never employed organizers to go out among the members of the different fire departments to organize them into the Association. The fourteen vice presidents of the Association, as well as the president and the secretary-treasurer, act as the organizers and visit the city officials and members of fire departments relative to the organizing of locals to be affiliated with the International Association of Fire Fighters. The balance of the organizing work is done by the members of the locals, who by their contacts with the members of nearby fire departments are able to convince them of the advantages that they have gained by being affiliated with the International Association of Fire Fighters.

The International Association of Fire Fighters publishes a monthly magazine, the International Fire Fighter, which is distributed to the fire stations in all cities which have affiliated locals. It is also sent to all fire chiefs and other persons interested in the fire service. The magazine contains articles relative to the best methods of fighting fires, and instruction on hazards involved in the manufacture and development of different chemicals. The different wage scales are printed annually and from time to time working conditions, pension systems, fire losses, fire costs and other data relative to the fire service.

We are optimistic and have visions for the future progress of our Association. The present trend indicates that within a relatively short period every fire fighter in the United States and Canada will be a member of our Association, and that being the case, there is no fear for the future of the fire service.

There has been a great improvement in the fire service since the formation of our Association, but there is still plenty of room for improvement. That

we have not attained all our abjectives and that there are still many things to be gained, is no proof of any weakness in the policy of our Association or in the methods of putting these policies into effect, but merely proof of the immensity of the task that was before the Association.

NON-AFFILIATED EMPLOYEE ORGANIZATIONS

Municipal employee organizations not affiliated with national labor groups are found in 21 cities over 250,000, in 43 cities of 50,000 to 250,000, in 39 cities of 25,000 to 50,000, and in 40 cities between 10,000 and 25,000. Typical groups are the Pasadena Municipal Employees' Association, Pasadena, California; the Municipal Government Service League in Milwaukee; and the Municipal Employees' Society of Chicago. A study of the purposes and activities of 22 citywide employee organizations in 1937 (see 1937 Municipal Year Book) showed that their chief activities were to protect and promote civil service rights, handle grievances, engage in social activities, look after wages and working conditions, improve public relations, publish a magazine, operate an information bureau for members, and operate a credit union. The organization and activities of these typical groups are outlined more fully in 1937 Year Book and in "Employee Relations in the Public Service" (Civil Service Assembly, 1942). A few nonaffiliated employee groups are closely tied in to the municipal government, like the Employees' Council in Wichita, Kansas, while still others have chiefly a social purpose, such as the Jackson City Employees' Club in Jackson, Michigan. The activities of these two groups are outlined briefly here.

The Wichita Plan. The Employees' Council in Wichita, Kansas, is part of the official personnel set up, and its purpose is to enable employees to participate in the solution of personnel problems. The city's personnel department is comprised of a personnel director, a personnel advisory board, and an employees' council. The personnel director, appointed by and responsible to the city manager, administers the merit system and is executive secretary of the personnel advisory board and of the employees' council. The personnel advisory board consists of four citizens, plus a member named by the employees' council. The Employees' Council, created in 1943, is comprised of 20 employees elected annually by the employees of the various departments and divisions, department and division heads being ineligible for election. The police, fire, and street divisions have two representatives each while the other divisions elect one each.

The council is self-governing; the by-laws are set down in the personnel manual but may be amended by a two-thirds vote of the council. The council officers, chairman, vice-chairman, and treasurer, are elected annually and the personnel director serves as an ex officio executive secretary of the council.

The regular monthly meetings of the council are held before the close of office hours in the city commission meeting room. Special meetings may be called by the executive secretary, the chairman, or upon the written request of five members of the council. The Employees' Council is designed to provide a channel for the expression of employee opinion on the development and administration of the personnel system. According to the personnel manual its functions are: (1) to investigate, consider, and report, or making recommendations on matters pertaining to the general welfare of employees of the city; (2) upon

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request of any appointing authority to advise the appointing authority concerning personnel problems; (3) to consider personnel policies and problems submitted to it by the personnel director; and (4) to elect a representative to the personnel advisory board.

The council is not an organization for collective bargaining. It is primarily a device by which top management conveys over-all policies to the employees and receives expressions of group opinion. Neither is the council a grievance committee as the advisory board described above receives individual complaints.

The first task of the Employees' Council was to participate in the development of a personnel manual. The council was requested by the city manager to review a tentative draft of the new manual and to suggest changes. Members of the council read and discussed the manual, and then submitted a report to the manager on suggested changes and additions and after an agreement was reached the manual was published in printed form. Perhaps the most important result of this procedure was the fact that the manual was "sold" to all the employees by fellow employees and that the employees themselves helped prepare it.

Subsequently the Employees' Council has concerned itself with various technical and employee welfare problems with varying success. The problem of service ratings was referred to the council and was extensively discussed. A committee of the council to which the matter was referred report in favor of a service rating system which was recently put into operation.

The problem of benefits for employees injured on the job was given considerable study. The report of the council to the appointing authorities included the recommendation that the city elect to come under the state workmen's compensation act. This was approved by the appointing authorities and by the action of the city council was put into effect. The council also endorsed the city manager's recommendations for a position classification and pay plan and appointed a committee to work with the personnel director in the preparation of the plan. The Employees' Council also has concerned itself with salaries and wages. The administration has kept the council fully informed on the city's finances and of the views and problems of the appointing authorities.

With the full support of the manager and city council, the Employees' Council has attempted to secure state enabling legislation for the establishment of an actuarially sound joint contributory retirement system for all municipal employees not now covered by a pension plan. Policemen and firemen are the only ones now covered. On January 1, 1946, an employees' welfare fund was established by the Employees' Council and provisions made for voluntary contributions in cash or by payroll deductions at the rate of 50 cents per month for employees receiving salaries up to \$200 per month, and \$1 per month for those receiving in excess of \$200 per month. This fund is being administered by the Employees' Council and will be used primarily to assist in obtaining an adequate retirement system. Although it is on an entirely voluntary basis, the support has been good, which is some evidence of the confidence the employees have in the Employees' Council.

There has been a willingness on the part of the council to assume leadership in activities involving only the employees. For example, the Red Cross and Community Chest drives among city employees were turned over to the council thus relieving administrative officers of this activity. The council sponsored and has put into effect a Blue Cross hospitalization plan for all city employees. It has sponsored social activities of the employees including an employees' picnic which was financed by ticket sales to employees.

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Complaints of individual employees of unfair treatment go before the personnel advisory board rather than the Employees' Council, but the council has received a few complaints from individual employees or groups of employees. While the personnel department has profited by being informed of these complaints, the council has been very reluctant to take formal action in such cases.

The Employees' Council member of the personnel advisory board has rendered a service to the council by reporting back the general deliberations of the advisory board of which he is a member. Thus the council members have had the benefit of knowing how a board of outsiders, which are nevertheless interested in personnel problems, react to different situations and proposals.

Out of the employer-employee conferences has come a mutual understanding of personnel problems. The city manager has been able to state his position and explain his problems to the employees so that they understand better their part in the administrative structure and the limitations on management. In dealing with the Employees' Council the manager has continually endeavored to be frank and sincere in answering any questions that are raised. With this channel officially set up no other group can be recognized for handling problems for which the Employees' Council is responsible.

The Jackson Plan. Municipal employees in Jackson, Michigan, in 1943 organized the Jackson City Employees' Club which represents all departments except fire and police. The club's objectives are "the social and economic welfare of its members and the promotion of civic progress." Some sort of social activity once a month leads to better acquaintanceship and understanding among department heads and clerical and supervisory groups.

This organization was in part the result of an attempt by one or two of the unionized employee groups to solicit membership among the clerical employees. Certain groups of employees belong to locals of the Fraternal Order of Police, of the United Public Workers of America (CIO), and of the American Federation of State, County, and Municipal Employees (AFL). A more immediate reason for organizing the new nonaffiliated group was a request from the city commission that the city employees not represented in the union groups nominate a representative to sit with representatives of the union groups on a committee to study a proposed retirement plan.

Active membership in the City Employees' Club is open to regular employees of the city who are not members of any other recognized municipal employees' organization and who are endorsed by two active members. Associate membership is available to any employee who is elected by a majority vote at a regular meeting. Membership dues are \$3 per year. The club's board of directors consists of the four officers, who serve for one-year terms, and three directors with overlapping three-year terms. Officers are not eligible for reelection. The club's constitution provides that the board of directors shall have no more than four members of the same sex, no more than one from any department, nor more than two department heads.

